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PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of the programme on the international protection of and assistance to refugees: Office of the United Nations High Commissioner for Refugees

Progress report of the Secretary-General

SUMMARY

The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. Following established practice, this progress report contains preliminary findings as well as proposals on the scope and methodology of the evaluation and the issues to be addressed.

The report recommends that the final in-depth evaluation focus on the following topics: the mandate of UNHCR; coordination and early warning; training; issues of intergovernmental concern in refugee assistance; dissemination activities; coverage of UNHCR in the world press; and the annual financial cycle.

* E/AC.51/1991/1.

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INTRODUCTION

1. The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. 1/ The General Assembly, in its resolution 44/194 of 21 December 1989 (sect. IV, para. 1), approved the recommendation of CPC.

2. At its thirtieth session, the Committee had before it a note by the Secretary-General (E/AC.51/1991/7), in which it was stated that chapter 8 of the medium-term plan for the period 1984-1989 consisted of the activities of both the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). The Secretary-General considered that, in view of the size and complexity of the two organizations, and taking into account recent developments, the focus of the evaluation should be on UNHCR. CPC took note of the report, on the understanding that the progress report on the evaluation of UNRWA would be submitted to it in 1993, at which time a decision on the final report on UNWRA would be taken. 2/

3. Following established practice, the evaluation of the programme on international protection of and assistance to refugees which, at this phase is limited to the activities of UNHCR, is being carried out in two stages. The present, first stage is a progress report containing proposals on the scope and methodology of the evaluation and the issues to be addressed as well as, in accordance with the recommendation of CPC at its twenty-seventh session, "such preliminary findings as can be derived from information already available". 3/ The in-depth evaluation of the programme of UNHCR will be before the Committee in 1993.

I. BACKGROUND AND BASIC CHARACTERISTICS OF THE UNHCR PROGRAMME

A. General description

4. Concern by international organizations for the legal and material welfare of refugees and displaced persons has been in the forefront throughout much of the twentieth century. Identifiable institutional structures to deal with the problem pre-date the United Nations. In fact, from 1921 onward until the onset of the Second World War, a series of international organizations were established under the auspices of the League of Nations to deal with the problems of refugees.

5. The enormous destruction and dislocation wrought by the Second World War, especially in Europe, made concern for refugees and displaced persons an early one for the newly created United Nations. The very first session of the General Assembly adopted a resolution (A/48 of 12 February 1946), in which it stressed that no refugee or displaced person who had expressed valid objections to returning to his country of origin should be compelled to do so.

6. After a succession of temporary refugee organizations, notably among them the United Nations Relief and Rehabilitation Administration (UNRRA) and subsequently the International Refugee Organization (IRO), the General Assembly, by resolution 319 (IV) of 3 December 1949, established the Office of the United Nations High Commissioner for Refugees (UNHCR) as of 1 January 1951. The Office was initially set up for a period of three years. After the expiry of the first three years, its mandate was renewed for five years (Assembly resolution 727 (VIII) of 23 October 1953) and since then it was extended at regular five-year intervals, with the latest extension expiring on 31 December 1993 (resolution 42/108 of 7 December 1987). Taking account of the fact that protection of and assistance to refugees has evolved into one of the most important humanitarian endeavours of the United Nations and that international cooperation in solving international problems of an economic, social, cultural, or humanitarian character is one of the purposes of the Organization as laid down in the Charter (Art. 1 (3)), the continuing non-permanent status of UNHCR is somewhat of an anomaly.

7. The statute of the Office of the High Commissioner was adopted by the General Assembly on 14 December 1950 and is contained in the annex to its resolution 428 (V). It characterized the Office, in paragraph 2, as follows:

> The work of the High Commissioner shall be of an entirely non-political character, it shall be humanitarian and social and shall relate, as a rule, to groups and categories of refugees.

8. The statute also provided in paragraph 6, a definition of the term "refugee", which was incorporated into the Convention Relating to the Status of Refugees 4/ and subsequently modified in the Protocol Relating to the Status of Refugees of 31 January 1967. 5/ As modified and currently applied, a refugee is defined as:

> Any person who, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or public opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.

9. Over the years, and in response to resolutions adopted by the General Assembly and the Economic and Social Council, UNHCR has also been extending assistance to persons who do not fall under the strict definition of "refugee" cited in paragraph 8 above. In fact, it has increasingly been called upon to provide material assistance to and use its good offices for uprooted and displaced persons, both inside and outside of their country of origin, who have found themselves in refugee-like situations. Assistance to those persons is usually extended on a group, rather than an individual, basis, partly because individual determination of refugee status may prove to be, for one reason or another, impractical but mainly because of the urgency of the situation.

10. The High Commissioner, who is responsible for the work of the Office of UNHCR, is elected by the General Assembly on the nomination of the Secretary-General. The current High Commissioner, the eighth since the inception of UNHCR, is Mrs. Sadako Ogata of Japan, who was elected by the General Assembly on 21 December 1990 for a period of three years beginning on 1 January 1991 (decision 45/319).

11. The work of UNHCR is reviewed annually by the General Assembly, which provides UNHCR with policy directives and receives from the High Commissioner, through the Economic and Social Council, a comprehensive annual report. The report is usually transmitted by the Council to the Assembly without debate; in the Assembly, the report is assigned for close scrutiny and debate to the Third Committee. The High Commissioner also reports annually to the Executive Committee of the High Commissioner's Programme, an intergovernmental body of 44 members, which advises the High Commissioner on the exercise of his statutory functions and approves the financial targets needed for the implementation of the UNHCR General Programmes so they can meet the needs of the refugees in terms of protection and material assistance.

B. Medium-term plan

12. The overall mandate of the Office of the UNHCR is set out in paragraph 1 of its statute:

> The United Nations High Commissioner for Refugees, acting under the authority of the General Assembly, shall assume the function of providing international protection under the auspices of the United Nations, to refugees who fall within the scope of the present Statute and of seeking permanent solutions for the problem of refugees by assisting Governments and, subject to the approval of the Governments concerned, private organizations to facilitate the voluntary repatriation of such refugees, or their assimilation within new national communities.

13. The medium-term plan for the period 1984-1989 (extended to 1991), 6/ which provides the programmatic framework for the evaluation of UNHCR, reflects the Office's two main functions, i.e. provision of international protection to refugees and search for durable solutions to refugee problems, in its subprogramme structure. In addition, as the general orientation of the major programme on refugees notes (para. 8.3), the Office's material assistance programme has, at the request of the General Assembly and the Governments concerned, been substantially expanded to provide urgent relief assistance in the initial stage of a refugee influx.

14. The increasing importance assumed by the provision of emergency humanitarian assistance - necessitated by large-scale movements of refugees and displaced persons worldwide - has imparted an immediacy to the activities of UNHCR, which is certainly in keeping with its humanitarian character, as stipulated in paragraph 2 of its statute. At the same time, it has also created a duality of fuctions for UNHCR, one of which (provision of protection

and search for durable solutions) is continuous, while the other (emergency assistance) is more ad hoc and unpredictable and, therefore, less liable to advance planning on a medium-term, or even on a short-term, horizon.

15. The programme of UNHCR, as set out in the medium-term plan for the period 1984-1989 (extended to 1991), consists of 7 subprogrammes, which have been further broken down into 13 programme elements in the programme budgets for the bienniums 1986-1987 and 1988-1989 as follows:

Subprogramme 1 International protection: international instruments relating to the status of refugees or otherwise benefiting refugees

Programme element 1	Promotion of accession to existing instruments
Programme element 2	Elaboration of new international instruments and additional treaty provisions for the benefit of refugees

Subprogramme 2 International protection: effective implementation of refugee rights

Programme element 1	Refugee rights
Programme element 2	National legislation
Programme element 3	Implementation of refugee rights

Subprogramme 3 International protection: promotion and dissemination of principles of refugee law

Programme element 1	Promotion of refugee law
Programme element 2	Dissemination of refugee law

Subprogramme 4 Material assistance: voluntary repatriation

Programme element 1	Promotion and identification of voluntary repatriation possibilities
Programme element 2	Transportation and reinstallation (reintegration) of refugees in their country of origin

Subprogramme 5 Material assistance: provision for self-support

Programme element 1	Identification and programming of self-support needs and activities
Programme element 2	Implementation of self-support activities

Subprogramme 6 Material assistance: promotion of resettlement

Programme element 1 Identification and establishment of resettlement opportunities

Programme element 2 Processing of resettlement operations

Subprogramme 7 Special humanitarian operations

16. Despite the fact that the medium-term plan for the period 1984-1989 (extended to 1991) has been revised three times since its inception (in 1984, 1986 and 1988), no revision has been made of the refugee programme.

C. Resources

17. Expenditures of UNHCR for the period 1984-1989 are shown in table 1.

Table 1. UNHCR expenditures by sources of funds, 1984-1989

	1984-1985		1986-1987		1988-1989	
	$ Million	Per-centage	$ Million	Per-centage	$ Million	Per-centage
Regular budget	29.5	3.2	33.9	3.6	36.7	3.2
Extrabudgetary resources:						
General programmes	627.9	67.4	617.7	66.0	781.9	67.8
Special programmes	274.0	29.4	284.4	30.4	333.9	29.0
Total	931.4	100.0	936.0	100.0	1 152.5	100.0

Source: A/40/12, annex II, table 1; A/41/12, annex, table 1; A/42/12, annex, table 1; A/43/12, annex, table 1; A/44/12, annex, table 1; A/45/12, table 1.

18. As can be seen from table 1, an overwhelming proportion of UNHCR funding comes from extrabudgetary resources. Another way to illustrate the same point is by noting that, while the regular budget of UNHCR constitutes only a tiny fraction of the overall regular budget of the United Nations, well over 40 per cent of the extrabudgetary resources received by the United Nations as a whole is accounted for by UNHCR, a proportion which no other budget section of the United Nations programme budget comes even close to matching.

19. The reason for this unique distribution of funding is paragraph 20 of the statute of UNHCR, which stipulates that:

> The Office of the High Commissioner shall be financed under the budget of the United Nations. Unless the General Assembly subsequently decides otherwise, no expenditure other than administrative expenditures relating to the functioning of the Office of the High Commissioner shall be borne on the budget of the United Nations and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions.

20. The distribution of the two types of funding is also reflected in the staffing table of UNHCR, which is presented in table 2.

Table 2. UNHCR staffing table, 1984-1989

	1984-1985			1986-1987			1988-1989		
	RB	XB	Total	RB	XB	Total	RB	XB	Total
Professional and above	120	275	395	120	279	399	99	285	384
General Service	69	166	235	69	166	235	49	202	251
Other categories	101	339	440	101	341	442	96	299	395
Total	290	780	1 070	290	786	1 076	244	786	1 030

Source: 1984-1985: A/40/6, vol. II, table 21.5; 1986-1987: A/42/6 (sect. 21), table 21.5; 1988-1989: A/44/6/Rev.1, table 21.5.

21. It should also be noted, in this context, that the apportionment of expenditures, and the related staffing tables, between the regular budget and extrabudgetary funding has been subject to periodic review and readjustment since the inception of UNHCR. One of the reasons for these reviews, as it was frequently pointed out, has been the fact that while the statute of UNHCR stated that only the administrative expenditures relating to the functioning of the Office of the UNHCR shall be borne by the regular budget, the statute does not define the term "administrative expenditures". The Advisory Committee on Administrative and Budgetary Questions (ACABQ) tried to remedy the situation in 1952 by offering a definition that described administrative expenditures as being all expenses other than operational expenses and the related management costs. 7/ In 1982, ACABQ reiterated the validity of this interpretation of the definition, pointing out that "were it otherwise, the regular budget would become liable for administrative expenses related to operations over which the General Assembly had no direct budgetary control". 8/ In practical terms, the preparation of the three biennial

programme budgets comprising the 1984-1989 period under consideration was governed by the conclusions reached at the last joint review by the Secretary-General and the High Commissioner in 1982. 9/ In this connection, it should also be noted that in 1988 a new agreement was reached by the United Nations Secretariat and the Office of UNHCR on the apportionment of expenditures which has superseded the agreement of 1982 as of the 1990-1991 biennium. 10/

22. Working under an annual budget cycle for over 95 per cent of its funds poses several managerial problems for UNHCR, as has been noted many times in the past. In his opening statement to the forty-first session of the Executive Committee in October 1990, the High Commissioner stated (A/45/12/Add.1, annex, para. 13):

> I cannot conclude my remarks on the financial situation of UNHCR without expressing my deep concern over the crippling effect of the unstable and unpredicatable nature of funding our activities. Living almost on a month-to-month, sometimes week-to-week basis is not only uneconomic - and may I say not very dignified - but it also makes UNHCR a much less responsive and effective organization. The simple truth is that the Office does not have the flexibility today to respond immediately and effectively to new emergencies nor the capacity to plan ahead.

II. PRELIMINARY FINDINGS ON THE PROGRAMME

A. Observations on the programme as a whole

23. As noted above, concern for the protection and material well-being of refugees has been an ongoing preoccupation of the international community throughout much of the twentieth century and especially in the post-Second World War period. Virtually all official and unofficial views would agree with the proposition that the establishment of UNHCR in 1950 on a temporary, albeit renewable, basis, in the hope of outliving its mandate within a few years, exhibited a degree of unwarranted optimism. In fact, the number of refugees or persons in refugee-like situation in 1990 is somewhere around 15 million, about double what it had been a decade ago.

24. Dealing with the continuous flow of refugees on such a large scale and on several continents is, of course, a task of monumental proportions shared by many organizations and agencies, both intergovernmental and non-governmental at the global, regional and national levels. There is, however, a feeling expressed by most authors of the professional literature surveyed for this progress report (see annex I) that in spite of all the commendable efforts on behalf of the refugees, the problems might be growing faster than their solution. As the report of the Independent Commission on International Humanitarian Issues put it (1986, pp. xiii-xiv):

> The international community has attempted to provide most of these refugees with protection and assistance, and to promote lasting solutions to their problems. The framework of laws and organizations established to do so continues to be funded and can draw upon a large body of international experience and expertise. But it is now having difficulty in keeping pace with the developments around the world.

25. There is also at least implicit agreement among most of the authors surveyed with the observation of Gordenker (1987) that "UNHCR has the greatest capacity and experience of all the intergovernmental organizations to respond to emergencies involving the forcible displacement of human beings, especially of those belonging to the formally defined category of refugees" (p. 97).

26. Following established practice of recent evaluation studies, a preliminary survey was made for the present progress report to determine the extent to which the world press identifies the United Nations (and also specifically UNHCR) in its stories on refugees. As was noted in the context of the earlier reports, there is no single measure available to show coverage of a United Nations programme by the entire world press. Moreover, for purposes of evaluating interest in any United Nations programme, the source of data surveyed should be broadly representative of the press coverage given under different political and economic systems. NEXIS, containing wire service coverage, is the most suitable database from that viewpoint because it covers services from a wide variety of sources (see table 3). The wire services in NEXIS are among the main sources of coverage of the United Nations utilized by the press in all parts of the world.

Table 3. Wire service coverage of refugees, 1984-1989

	Stories on refugees						All stories					
	1984	1985	1986	1987	1988	1989	1984	1985	1986	1987	1988	1989
Stories with at least one reference to the United Nations	1 499	2 234	1 706	2 198	5 005	3 583	16 859	19 956	19 519	27 022	39 985	32 176
of which, also UNHCR reference	235	224	198	187	764	565						
Total stories	6 484	8 928	8 109	9 067	12 807	13 261	969 711	958 076	1.03 million	1.34 million	1.34 million	1.34 million
Proportion with United Nations reference (percentage)	23.1	25.0	21.0	24.2	39.1	27.0	1.7	2.1	1.9	2.0	3.0	2.4
Proportion with reference to UNHCR (percentage)	3.6	2.5	2.4	2.1	6.0	4.3						

Source: NEXIS (Dag Hammarskjöld Library) WIRES file: a computer file containing 20 wire services, including AP, ASAHI, Inter-Press Service, JIJI, KYODO, Reuters, TASS, UPI, Xinhua.

27. As can be seen from table 3, over the six-year period surveyed stories on refugees with at least one reference to the United Nations ranged broadly between 20 per cent and 40 per cent of all stories on refugees, a relatively high number, especially in comparison with all stories covered by the wire services where the proportion of United Nations references never exceeded 3 per cent. In that context, it is also to be noted that reference to the United Nations, both in all stories and in stories pertaining to refugees showed a marked increase, in relative as well as absolute terms, in the last two years (i.e. 1988 and 1989) covered by the survey. By way of explanation, one hypothesis that can be put forward, which needs further confirmation, is that this surge of United Nations coverage reflects the revived interest world wide, including the media, in the work of the Organization.

28. Compared to the proportion of stories with references to the United Nations, the proportion of stories on refugees specifically referring to UNHCR is rather small, ranging between 2 per cent and 6 per cent over the six-year period, although it is consistently higher than the proportion of all stories with at least one reference to the United Nations. Several reasons may exist for this. First, it should be borne in mind that stories on "refugees" in their United Nations context encompass also stories such as those on Palestinian refugees, concerning issues which are outside the responsibility of UNHCR. Second, even when a story deals with refugees under UNHCR responsibility, it may mention the United Nations without necessarily identifying by name the Office of the High Commissioner. In that sense "reference to UNHCR" may be too restrictive. It may, however, also be possible that efforts at wider publicity by UNHCR of its work on behalf of refugees would redound to the benefit of the Office. This is an issue which CPC may wish the Secretariat to investigate further and to report on in the in-depth evaluation on the programme of UNHCR, especially as it relates to the effectiveness of the public information strategy of UNHCR.

B. Protection (subprogrammes 1 to 3)

1. General issues

29. One of the major functions of UNHCR, according to its statute, is to provide international protection to refugees. The major objectives of the three subprogrammes on protection, which are best treated together, as set out in the 1984-1989 medium-term plan, can be summarized as follows:

(a) To promote further accession to the 1951 Convention and/or the 1967 Protocol relating to the Status of Refugees, as well as to other universal and regional instruments;

(b) To obtain the widest possible observance by States of internationally accepted standards for the treatment of refugees through, inter alia, the effective implementation of the provisions contained in the 1951 Convention and the 1967 Protocol;

(c) To promote an increased understanding of the special position of refugees; to create a climate of opinion favourable to the strengthening of their legal status; and to promote a wider knowledge of the principles of international protection of refugees.

30. The protection function has two major components. In the first instance, there is the day-to-day responsibility of direct action to protect individuals or groups of refugees whose fundamental rights are in jeopardy or whose general situation requires the intervention of UNHCR with State authorities. Second, UNHCR has the responsibility to work to consolidate and expand the legal framework governing the status and rights of refugees. In essence, this function involves the development, interpretation and promotion of the fundamental principles of refugee protection, with the immediate goal of strengthening international commitments to receive refugees, treat them without discrimination and provide durable solutions based on humanitarian considerations and respect for basic rights.

31. The protection of refugees occupies a prominent place on the agenda of the annual meetings of the Executive Committee, which frequently reiterates the primary nature and fundamental importance of the High Commissioner's protection responsibilities. 11/ The Executive Committee is assisted in carrying out its reviewing functions by a Subcommittee of the Whole on International Protection, which was established in 1975 so that it "would study in more detail some of the more technical aspects of the protection of refugees and would report to the Committee on its findings" (A/AC.96/521, para. 69 (h)).

32. The report of the High Commissioner to the fortieth session of the Executive Committee on the work of the Subcommittee (EC/SCP/56) provides useful perspectives, both retrospectively and prospectively, on some of the major problems involved in carrying out the High Commissioner's protection function. With respect to the past, the report notes (paras. 6-7) that since its inception the Subcommittee has discussed some 25 different subjects and, while most subjects have been considered only once, some intricate problems kept recurring, e.g., two items "Problems related to the rescue of asylum-seekers in distress at sea" and "Military and armed attacks on refugee groups and settlements" were each dealt with at six consecutive meetings of the Subcommittee. As regards the future agenda, the report, in light of the main task of the Subcommittee of highlighting existing shortcomings in the area of refugee protection, identifies seven areas as likely to benefit from more detailed discussion in the future (paras. 17-24):

(a) Refugee protection and human rights;

(b) Security of refugees;

(c) Resettlement and refugee protection;

(d) Border control mechanisms in the context of refugee protection;

(e) Treatment of rejectees;

(f) Protection of personal data on refugees;

(g) International protection and refugee women.

In addition, the High Commissioner, in a more recent note to the Executive Committee (A/AC.96/750), raised a number of other issues concerning refugee protection, such as (a) denial by Governments of access for UNHCR to refugees; (b) detention of refugees and asylum-seekers in circumstances outside the agreed guidelines; (c) the growing challenge to the institution of asylum as a main way of offering protection to refugees; and (d) the financial crisis facing UNHCR, which has adversely affected the Office's ability to protect refugees.

2. Treaties

33. The main instruments of refugee protection are, of course, the international treaties. Here, the primary functions of UNHCR are to promote and encourage further accession, and to promote the broadening of their scope in favour of refugees. As at 1 January 1989, there were 75 multilateral treaties concerning refugees on the roster of UNHCR, divided into several categories (see A/AC.96/INF.172/Rev.2):

Universal instruments		
Refugees and stateless persons	9	
Human rights	10	
Other instruments	12	
Subtotal		31
Regional instruments		
Africa	3	
Americas	9	
Europe	28	
Other regional instruments	4	
Subtotal		44
Total		75

34. Of the 75 multilateral treaties, the two instruments with the broadest international applicability, and the ones which have been on a number of occasions recognized by the Executive Committee as the cornerstone of the international protection of refugees are the 1951 Convention and the 1967

Protocol. As at December 1990, 107 States had ratified one or both instruments.

35. With regard to the implementation of those treaties, the High Commissioner, in a report submitted in 1989 on the implementation of the 1957 Convention and the 1967 Protocol Relating to the Status of Refugees noted that in many cases it was quite satisfactory, particularly where "States parties have adopted specific legislative and/or administrative measures to implement the Convention and have ensured that these laws, regulations, or measures are known and understood by the concerned officials" (EC/SCP/54, para. 8). Nevertheless, the report also identified a number of obstacles which impede the full and proper implementation of the Convention in the territory of many contracting States (ibid., paras. 9-22); those obstacles were, generally, three kinds:

(a) Socio-economic considerations;

(b) Legal impediments;

(c) Impediments in policy and practice.

36. Subsequent to the identification of those obstacles, the Executive Committee requested the High Commissioner to prepare a more detailed report on implementation of the 1951 Convention and the 1967 Protocol. UNHCR developed a questionnaire to elicit information from States parties that contains two sets of questions:

(a) Information of a general nature;

(b) Information in relation to selected articles of the Convention, grouped into: (i) those dealing with general rights and obligations; and (ii) those relating to socio-economic, administrative and juridical rights and obligations.

37. The questionnaire was sent to States parties in April 1990, and UNHCR expects to submit a report, based on the responses received, to the forty-second session of the Executive Committee in 1991 (see EC/SCP/61).

3. Promotion, dissemination and training

38. An important aspect of the Office's protection function is the promotion and dissemination of refugee law. Activities in this area include publication of the quarterly Refugee Abstracts and the periodical Refugees, the organization at both the national and international levels of seminars, courses, round tables and conferences, and the provision of opportunities for internships with UNHCR. The aim of those activities is to impart knowledge of laws and principles governing the protection of refugees and the proper recognition of their rights and to provide practical skills to those directly responsible for providing protection to refugees. Table 4 below shows the extent of training seminars in a one-year period, July 1989-July 1990.

Table 4. UNHCR training seminars, July 1989-July 1990

Area	Number of seminars	Number of countries	Number of participants
Africa	6	5	169
Europe and North America	1	1	37
Latin America and the Caribbean	3	3	160
South-west Asia, North Africa and the Middle East	1	1	26
Asia and Oceania	17	8	591

Source: EC/SCP/60.

During the same period, UNHCR awarded 11 internships for a period of 3 months each (see EC/SCP/60, para. 40).

4. Protection of refugee women and children

39. The medium-term plan for the period 1984-1989 (extended to 1991) makes no mention of protection of refugee women and children, and no revision was proposed on any of the three occasions when that plan was revised in accordance with the relevant programme planning regulations and rules. It should be noted, in this context, that it was during the 1980s that the special needs of refugee women and children became more and more acknowledged. Thus, at its thirty-sixth session, the Executive Committee adopted a set of conclusions on "Refugee women and international protection" in which it, inter alia:

...

(c) Noted that refugee women and girls constituted the majority of the world refugee population and that many of them were exposed to special problems in the international protection field;

(d) Recognized that those problems resulted from their vulnerable situation which frequently exposed them to physical violence, sexual abuse and discrimination;

(e) Stressed the need for such problems to receive urgent attention of Governments and the UNHCR ... 12/

40. Similarly, at its thirty-seventh session, the Executive Committee "noted that the situation of refugee children also required special consideration and called upon the High Commissioner to report regularly to the Executive Committee on the needs of refugee children and on existing and proposed programmes for their benefit". 13/

41. The medium-term plan for the period 1992-1997 does refer to the protection of women and children in both the objectives and strategy of subprogramme 2 of programme 36. 14/ It specifically refers to the guidelines developed by UNHCR in recent years both on refugee women and refugee children, which will provide the framework for the in-depth evaluation in this area.

5. Coordination issues related to early warning

42. Another issue that came into increasing prominence in the period from 1984 to 1989 was the growing recognition that one of the most effective ways of dealing with the refugee problem was to avert, to the maximum extent possible, new flows of refugees. Human rights violations were identified as one of the multiple and complex factors causing mass exoduses of refugees and displaced persons, and the United Nations and its agencies were called upon to deal with "the root causes" of the problem.

43. In 1986, the General Assembly, in resolution 41/70 of 3 December, endorsed the conclusions and recommendations of the Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees (A/41/324, annex), which included, inter alia, the recommendation that the main organs of the United Nations make fuller use of their respective competences under the Charter of the United Nations for the prevention of new massive flows of refugees (ibid., para. 4). In subsequent resolutions on human rights and mass exoduses the Assembly has reaffirmed that endorsement and in 1989, after noting that the Secretary-General had instituted an early warning arrangement to avert new massive flows of refugees and displaced persons, the Assembly, in paragraphs 7 and 8 of resolution 44/164 of 15 December 1989, (a) requested the Secretary-General to continue to develop the role of the Office for Research and the Collection of Information of the Secretariat as a focal point for the operation of an effective early-warning system and the strengthening of coordination of information-gathering and analysis among United Nations agencies with a view to preventing new massive flows of reguees and displaced persons; and (b) urged the Secretary-General to use available resources to consolidate and strengthen the system for undertaking early-warning activities in the humanitarian area, by inter alia, early computerization of that Office and strengthened coordination among the relevant parts of the United Nations system, especially that Office, UNHCR, the Centre for Human Rights of the Secretariat and the relevant specialized agencies.

44. In July 1990, the Joint Inspection Unit issued a report entitled "The coordination of activities related to early warning of possible refugee flows" (see A/45/649 and Corr.1), which reinforced the themes of the Assembly resolution just cited. In one of its conclusions, the Inspector noted (ibid., para. 119):

> The General Assembly dealt with the question of early warning of refugee flows in various resolutions. However, it has not been established as a regular component of work in the United Nations system to date, and even its concept is not very familiar. Ten years have already passed since the General Assembly first took up the subject. Yet, the problem of refugee flows has become even more critical. In the light of the importance and urgent need of the early warning system, the Inspectors feel that strategies should be established both for short- and longer-term objectives.

45. While the report primarily addressed one of the functions of the Office for Research and the Collection of Information, it made also clear, in another of its conclusions, its relevance to UNHCR. The Unit recommended in paragraph 129 of the report that ACC should:

> Establish a working group on early warning of refugee flows, consisting of representatives of ORCI, UNHCR, Centre for Human Rights, UNDRO, FAO and UNESCO, as well as those of ODG/DIEC, UNDP, DPI, WFP and WMO, to work out practical measures for modes of co-operation and procedures to develop an effective early warning system for refugees; and
>
> Set forth a regular inter-agency consultative mechanism which should consider concrete cases of early warning of possible refugee flows and meet urgently in case of emergencies (ORCI and UNHCR serving as the joint convener and secretariat of such a mechanism).

46. The medium-term plan for the period 1992-1997, adopted by the General Assembly at its forty-fifth session, listed Assembly resolutions 41/70 and 44/164 as legislative mandates of programme 1, subprogramme 3 (Research and the collection of information) (A/45/6, para. 1.17). CPC, reviewing the plan, recommended that the legislative authority of programme 36, subprogramme 1 (International instruments relating to the status of refugees or otherwise benefiting refugees) should also include Assembly resolution 44/164 as a mandate. 15/ Subsequently, the Assembly in its resolution 45/253, section I, of 21 December 1990 adopted the 1992-1997 medium-term plan and concluded that references to both Assembly resolutions 41/70 and 44/164 should be inserted as mandates under programmes 35 (Promotion and protection of human rights), 36 (International protection of and assistance to refugees) and 37 (Disaster relief and mitigation, and special emergency programmes) (see also the annex to the resolution).

6. Views expressed in the professional literature

47. While most of the authors surveyed agree that protection of refugees is an important function of UNHCR, many of them tend to emphasize the limitations upon the Office of the High Commissioner in the performance of this function. There is, however, no unanimity regarding how far this limitation goes. Garvey (1985) states that "the legal mandate of the UNHCR is such that neither the country expelling refugees nor political states of refuge are under obligation even to permit UNHCR to operate in their territory" (p. 489). Nevertheless, as the Independent Commission on International Humanitarian Issues (1986) argues, "protection must remain the cornerstone of the High Commissioner's work. Without it, his Office may become just another large relief agency." At the same time, the Commission also notes the limitations. It observes that "the role of UNHCR in international protection for refugees has its roots in the doctrine of diplomatic protection, by which a State may insist on respect for the fundamental rights of its citizens by other states". But while States have a number of devices at their disposal for this purpose, UNCHR does not. "Its only weapon is diplomatic pressure in the form of moral persuasion, protest, and, ultimately, public condemnation" (p. 55). Dunbar-Ortiz and Harrell-Bond (1987), however, think that there is more to it than that, viz. economic power: "the aid programme has enormous potential for preventing many of the situations which give rise to the breach of human rights of the refugees" (p. 117).

48. With regard to non-refoulement, one of the cardinal principles of protection, Gordenker (1987) notes that it is more the attitude of the government concerned than the intervention of UNHCR on behalf of the refugees which is decisive. That said, however, he adds that "as UNHCR has offices in some 90 countries, it has in any case more capacity and skill than any other organization to react to an emergency in which the rights of refugees to be free from the threat of refoulement are threatened" (p. 98).

49. There is considerable debate - and disagreement - in the professional literature on the question whether the term "refugee", as defined in the 1951 Convention, is adequate for contemporary conditions and, if not, what to do about it. Virtually, all the authors surveyed agree that the definition set forth in the 1951 Convention and 1967 Protocol does not characterize the majority of forced migrants or disaster victims crossing international borders. Moreover, as Gallagher (1989) notes, "internally displaced people outnumber refugees and the international system fails to reach many of the refugees most in the need of help" (p. 589). Many of the same authors note that, in any case, UNHCR responds, beyond the legal definition, to refugee-like situations at the request of the General Assembly or of Governments. But the concern of these authors is that this is done, of necessity, on an ad hoc basis and thus UNHCR's umbrella of protection, material assistance and help in finding permanent solutions are extended to some but not all groups of people in such situations. Thus, Howland (1987) states that the legal definition provided by the 1951 Convention and the 1967 Protocol should be broadened. On the other hand, Ferris (1985), Lentini (1985), Macalistar-Smith (1985), the Commission (1986) and Gordenker (1987)

argue that, rather than attempting to change the legal definitions, a more effective approach would be to formally expand the institutional mandate of UNHCR and support it with additional funding from donor States, to foster coherent and rapid assistance to the most vulnerable forced migrants of the world.

50. Many of the authors surveyed, e.g. Hodges (1984), Pitterman (1984), Rizvi (1985), Harrell-Bond (1986), Hailbronner (1986), the Commission (1986), Kennedy (1986), Howland (1987) and Gallagher (1989), seem to agree that from a humanitarian standpoint a strict definition of a "refugee" is besides the point, an argument perhaps best expressed by Gordenker (1987): "From a humanitarian point of view, it could be argued that all persons sent into flight by disaster should be cared for immediately. To separate out the refugees on the basis of political persecution misses the point" (p. 205). In this view, then, the issue is not so much definition as mandate, the change of which is more easily manageable through legislation than the more cumbersome treaty process.

51. Finally, on the question of preventing refugee flows, Macalister-Smith (1985), Opitz (1985), Stein (1985), the Commission (1986), Gordenker (1987) and Gallagher (1989) all agree that development of an early warning system would be desirable. Shawcross (1984) and Harrell-Bond (1986) comment on the slowness of UNHCR in recognizing a refugee crisis in the making. And the Commission (1986) concludes that "effective early warning systems should lead not only to contingency planning, but also to appropriate preventive measures" (p. 135).

C. Durable solutions and material assistance (subprogrammes 4 to 7)

1. Nature of durable solutions and assistance

52. The second type of major activity of UNHCR, as specified in its statute and relevant General Assembly resolutions, is to facilitate the finding of durable solutions for refugees, to provide material assistance in the form of temporary care and maintenance and to extend emergency relief of a humanitarian nature in case of refugee emergencies.

(a) Durable solutions. The three types of durable solutions promoted by UNHCR and the associated objectives, as set out in subprogrammes 4 to 6 of the medium-term plan, are:

(i) Voluntary repatriation. To promote the voluntary repatriation of refugees to their country of origin and to provide assistance, as needed, to the returnees as well as to the country of origin in order to facilitate their reintegration;

(ii) Local settlement. To provide the material conditions under which refugee groups and individuals can become self-supporting in the country of first asylum;

(iii) Resettlement. To promote the resettlement of refugees from the country of first asylum when, for a variety of reasons, refugees - both individuals and groups - cannot settle in the country of first asylum;

(b) Care and maintenance. When, for a variety of reasons - political, physical, environmental or socio-economic - rapid identification and implementation of durable solutions prove to be unfeasible, UNHCR provides intermediate care and maintenance which may include the provision of food, shelter, transportation, water, health services, clothing, etc. and, where possible, vocational training;

(c) Emergency assistance. UNHCR is also called upon to respond to emergency refugee situations by providing relief of a humanitarian nature. The High Commissioner is authorized to allocate up to $20 million annually to an Emergency Fund for this purpose.

2. Allocation of resources

53. The allocation of UNHCR expenditures by main type of activities over the three bienniums of the 1984-1989 medium-term plan is shown in table 5.

54. Several points are to be noted in table 5. First, on the whole, UNHCR expends about as much money (or donations in kind) on intermediate care and maintenance and emergency assistance as it does on the three types of durable solutions. Second, inasmuch as voluntary repatriation is considered as the most preferred of the three durable solutions, the trend in the six-year period shows that expenditures in this category increased fourfold in absolute terms and more than three times proportionately. Third, local settlement accounts for by far the largest proportion of the expenditures allocated to durable solutions, reflecting the limited capacity of the countries of first asylum - many of them developing countries - to absorb large influxes of refugees or asylum-seekers.

55. Table 6 shows the geographical distribution of UNHCR expenditures in the same 1984-1989 period. The most noteworthy feature of the data presented in table 6 is that, despite the ebb and flow of refugees in the second half of the 1980s, the allocation of assistance by UNHCR among the regions remained remarkably constant. While there has been some relative decline in the share of the Latin America and Caribbean region and a slight relative increase in the European and North American region, the 1988-1989 relative allocation does not look materially different from that of 1984-1985.

Table 5. UNHCR expenditures by main types of assistance activities, 1984-1989 a/

	1984-1985		1986-1987		1988-1989	
	$ million	per-centage	$ million	per-centage	$ million	per-centage
Voluntary repatriation b/	26.5	3.2	50.9	6.4	109.9	11.1
Local settlement c/	301.2	36.5	378.1	47.6	346.6	34.9
Resettlement	32.8	4.0	35.3	4.4	37.2	3.8
Care, maintenance and emergency assistance d/	465.1	56.3	330.8	41.6	498.1	50.2
Total	825.6	100.0	795.1	100.0	991.8	100.0

Source: A/40/12, annex II, table 2; A/41/12, annex, table 2; A/42/12, annex, table 2; A/43/12, annex, table 2; A/44/12, annex, table 2; A/45/12, table 2.

a/ Not including expenditure for programme support and administration.

b/ Including assistance to returnees.

c/ Including income-generating activities.

d/ Including donations in kind, e.g. food, etc.

Table 6. Distribution of UNHCR expenditures by regions, 1984-1989

	1984-1985		1986-1987		1988-1989	
	$ million	per-centage	$ million	per-centage	$ million	per-centage
Africa, including North Africa	409.9	44.0	394.8	42.2	523.3	45.4
Latin America and the Caribbean	83.9	9.0	78.5	8.4	80.8	7.0
Europe and North America	33.0	3.6	38.1	4.1	51.7	4.5
Asia and Oceania	155.0	16.6	145.9	15.6	193.6	16.8
South-west Asia and the Middle East	191.8	20.6	197.6	21.1	207.7	18.0
Global allocations	57.9	6.2	81.1	8.6	95.3	8.3
Total	931.5	100.0	936.0	100.0	1 152.4	100.0

Source: See table 1.

3. Intergovernmental concerns

56. Intergovernmental bodies reviewing the activities of UNHCR in the area of durable solutions and refugee assistance have expressed a number of concerns; the most important can be summarized as follows:

(a) Need for the international community to provide resettlement opportunities for those refugees for whom no other durable solution may be in sight, with particular attention given to refugees who have already spent an inordinately long time in camps;

(b) The destabilizing effect caused by irregular movements of refugees on structured international efforts to provide appropriate solutions. (Irregular movements refer to movements of refugees from countries in which they have already found protection to another country, which they enter without the prior consent of national authorities or without entry visa, or with insufficient or fraudulent documentation, to seek asylum or permanent resettlement);

(c) The shortage of funds available to the High Commissioner, especially in light of the growing number of refugees and asylum-seekers;

(d) The relationship between refugee assistance and development aid and, in that context, the role of UNHCR as a "catalytic agent" as well as the focal point of coordination within the United Nations system. 16/

4. UNHCR evaluations

57. As shown in annex II, UNHCR has had for many years an elaborate system of evaluation that has given rise to 42 reports, primarily on country assistance projects, in the 1984-1989 period. This material was too extensive to be analysed for the progress report.

5. Views expressed in the professional literature

58. Several of the authors surveyed commented on the evolution of the steadily broadening functions of UNHCR with greater and greater emphasis on assistance. Thus, Gordenker (1987), echoed also by Kennedy (1986), sums up the historical record as "one of unbroken expansion of functions on behalf of refugees. This expansion took place in terms of geographic location, numbers and variety of services offered. The nature of the expansion can be seen from bureaucratic construction employed by UNHCR. The handful of lawyers specializing in legal protection have long since been overshadowed in number by the bureau concerned with assistance to refugees. This far outstrips every other in expenditures" (p. 36). The Commission (1986) expresses the view, supported by Stein (1986) and Feitsma (1989), that more should be done about durable solutions even if at the expense of assistance: "If UNHCR is to offer a wide range of options, it must work much more flexibly, spending less money on open-ended relief programmes and far more on imaginative schemes that allow refugees to fulfil their aspirations" (p. 68).

59. A number of authors, however, also pointed to problems with the various durable solution schemes. This, while Pitterman (1985), Stein (1986) and Gallagher (1989) agree that voluntary repatriation of refugees is the best of the durable solutions, Stein also notes that it is the one "least effectively promoted by the international community. Many disputes are too political to allow any UNHCR humanitarian role. There is no alternative mechanism that can be relied on to promote or force negotiations" (p. 272). As regards the country of first asylum, Harrell-Bond (1985), Stein (1985) and Gallagher (1989) all concur with Rizvi's (1985) statement that "the government of the country of first asylum (host country) is sometimes unwilling to accept the incoming mass of people as refugees ... most States receiving refugees are poor and underdeveloped. They view the incoming refugees as a drain on their meager economic resources" (p. 56). Concerning third country resettlement, Rizvi (1985) notes that "the experience of resettlement of refugees show that it is a complex and slow process involving international agencies, the government of the host country as well as the government of the state accepting refugees for permanent settlement. A large number of refugees have to spend years in the camps or outside on international dole before they are offered permanent settlement" (p. 59).

60. Those of the authors surveyed who commented on financial matters were virtually unanimous in their view that the money that is available to UNHCR is not commensurate with the existing refugee needs. Most of these authors noted that UNHCR must rely on voluntary contributions and they found that arrangement less than satisfactory, partly because - as Pitterman (1989) and the Commission (1986) agree - the policies and priorities of UNHCR can be influenced by the major donors but mostly because the need for annual fund-raising introduces a large element of uncertainty and unpredictability, which leads to a hand-to-mouth approach to assisting refugees and prevents the financing of long-term durable solutions.

61. Several authors also reflect on the connection between refugee assistance and development aid. Thus, Pitterman (1984) states that "it is not possible after the initial relief stages of a refugee crisis to effectively promote the economic integration of the refugee without taking into account the needs of the local population or the capabilities of the regional infrastructure" (p. 136). But Stein (1985), Chambers (1986) and Gordenker (1987) list a host of reasons why refugee assistance alone might have a potentially harmful local impact, including distortion of ongoing development programmes, market distortions and perception of undeserved rewards received by refugees without working. Dunbar-Ortiz and Harrell-Bond (1987) strongly concur with this last point and add that "if the local community among whom refugees live are to continue to tolerate their presence it is also necessary to convince the international donors that it is urgent to revise the total policy and assist the people on the basis of need, rather than to continue to earmark aid to refugees alone" (p. 112). Hodges (1984), writing specifically on Africa's refugee crisis, arrives at the same conclusion by noting that most African countries cannot absorb large numbers of refugees productively (p. 10).

III. RECOMMENDATIONS FOR THE IN-DEPTH EVALUATION

62. The UNHCR component of United Nations activities concerning international protection of and assistance to refugees is the largest single programme of the United Nations. The activities undertaken by UNHCR encompass a wide spectrum, including promotion of international treaties, protection, dissemination of information, search for durable solutions for refugees, care and maintenance and emergency relief. Over 95 per cent of UNHCR activities are financed from extrabudgetary resources.

63. In this progress report all those activities of UNHCR have been touched upon. Given the enormous scope and complexity of UNHCR's activities, however, the in-depth evaluation report will have to focus on a few key issues.

64. In light of the information reviewed in this progress report, it is recommended that the in-depth evaluation focus on the following issues:

A. Prevention

(a) Adequacy of the Office's mandate. It has repeatedly been suggested that the Office's mandate, based on its statute drawn up more than 40 years ago, does not fully reflect the contemporary refugee situation. As discussed above, this has direct relevance for both of the Office's major functions, i.e., protection and durable solutions. The views of Member States regarding this issue would be sought by means of questionnaires distributed to members of the Third Committee and the UNHCR Executive Committee, supplemented by further exploration of the existing legal literature. The views of non-governmental organizations active in refugee assistance would also be sought by questionnaires and interviews.

(b) Early warning. Both the High Commissioner and the Executive Committee have been increasingly emphasizing the role of prevention in finding solutions to refugee problems. An important element of prevention is a well-functioning early warning scheme and the role of UNHCR in such a scheme is crucial. Given the many organizations of the United Nations system which are participating in early warning assessments, coordination is of central importance. The effectiveness of participation of UNHCR in the coordinating machinery would be assessed through review of the relevant documentation and in-depth interviews with representatives of all units and agencies concerned followed, if necessary, by questionnaires based on these interviews.

(c) Training. In a recent one-year period nearly 1,000 participants attended UNHCR training seminars. The effectiveness of the training courses and seminars would be examined by reviewing internal UNHCR assessments of these programmes and by questionnaires to a representative sample of recent participants and their sponsoring Governments.

B. Assistance

(d) Assistance. During the 1984-1989 period, UNHCR completed the 42 evaluation studies listed in annex II. In order to examine the effectiveness of the refugee assistance provided by UNHCR, a systematic review, inter alia, of UNHCR internal evaluation reports would be undertaken, with special attention to the intergovernmental concerns indicated in paragraph 56. The review would focus exclusively on issues that were of concern in more than one country. This review of UNHCR evaluation reports would be supplemented by examination of other relevant documents, including reports of the Internal Audit Division, and interviews with auditors if appropriate.

C. Managerial issues

(e) Dissemination. The effectiveness of UNHCR dissemination activities, in particular of the periodical Refugees and the quarterly Refugee Abstracts, would be examined by the use of questionnaires addressed to a sample of the recipients of these publications.

(f) Publicity by UNHCR of its activities on behalf of refugees. The nature of world press coverage of UNHCR would be assessed by a detailed examination of wire service stories, supplemented by interviews with and questionnaires to the United Nations press corps and other relevant groups, such as non-governmental organizations, in order to determine the quality of the coverage and the scope for improvements.

(g) The annual funding and budget cycle. The effects of the compressed cycle of fund-raising and decisions on expenditure would be examined by reviews of internal UNHCR documentation and questionnaires and interviews with donor and recipient governments and the agencies providing services to refugees under contract to UNHCR.

65. The period covered by the evaluation should be that of the current medium-term plan, namely, 1984 to 1991.

66. It should be noted that a great deal of ongoing work is being carried out currently on several of the issues raised in this progress report:

(a) A Working Group on Solutions and Protection of the Executive Committee of UNHCR was set up in 1990 to examine protection and solutions in a coherent and comprehensive manner, bearing in mind the mandate of the High Commissioner. The Working Group aims at clarifying basic concepts bearing on protection and solutions, with a view to identifying realistic approaches to the range of current protection problems facing, or posed by, different categories or groups of refugees and asylum-seekers.

(b) Evaluation for UNHCR, by an outside consultant, of the overall effectiveness of the UNHCR public information service, including:

(i) Review of all public information activities of UNHCR bearing in mind the overall objectives of the organization;

(ii) Evaluation of the goals of the UNHCR public information activities;

(iii) Examination of target audiences, including the media, Governments and non-governmental organizations and review of specific means of communication for reaching them;

(iv) Evaluation of the logistics used to attain goals;

(v) Examination of ways of optimizing cost/benefit;

(vi) Methods of ongoing evaluation for public information activities;

(c) Evaluation for UNHCR, by an outside consultant, of the overall effectiveness of the UNHCR fund raising function, including:

(i) Review of its mode of programme financing and a comparison of it with that of other organizations with a similar humanitarian mandate;

(ii) Review of the Office's programme budgeting and presentation, with particular reference to the submission of programmes for donor funding;

(iii) Review of the current system used by UNHCR in addressing donors for financial support;

(iv) Review of the reporting requirements in connection with the voluntary contributions;

(v) Recommendations for the improvement of the Office's basic funding mechanism;

(vi) Recommendations for improvements in the structure of UNHCR in the resource-building sector;

(d) A United Nations system-wide review is being conducted by the Office of the Director-General for Development and International Economic Cooperation:

(i) To assess the experience and capacity of various organizations in the coordination of assistance to all refugees, displaced persons and returnees and the full spectrum of their needs and in supporting the efforts of the affected countries;

(ii) To recommend ways of maximizing cooperation and coordination among the various organizations of the United Nations system in order to ensure an effective response by the United Nations system to the problems of refugees, displaced persons and returnees, keeping in mind the mandates of the United Nations organizations concerned (in accordance with Economic and Social Council resolution 1990/78).

(e) In February 1991, a UNHCR task force on early warning was established under the chairmanship of the Deputy High Commissioner (its terms of reference and method of work are to be determined).

Notes

1/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 16 (A/44/16), para. 318.

2/ Ibid., Forty-fifth Session, Supplement No. 16 (A/45/16), part one, para. 363.

3/ Ibid., Forty-second Session, Supplement No. 16 (A/42/16), part one, para. 236.

4/ United Nations, Treaty Series, No. 2545, vol. 189, p. 137.

5/ Ibid., No. 8791, vol. 606, p. 267.

6/ Official Records of the General Assembly, Thirty-seventh Session, Supplement No. 6 (A/37/6).

7/ Ibid., Seventh Session, Supplement No. 7 (A/2157), paras. 361-367.

8/ Ibid., Thirty-seventh Session, Supplement No. 7A (A/37/7/Add.1), document A/37/7/Add.3, para. 12.

9/ For details of these conclusions see A/C.5/37/1 and Corr.1. This report contains also a historical background to the questions of apportioning administrative costs between the regular budget and extrabudgetary funds.

10/ See Official Records of the General Assembly, Forty-fourth Session, Supplement No. 6 (A/44/6/Rev.1), vol. II, paras. 21.5-21.7.

11/ Ibid., Supplement No. 12A (A/44/12/Add.1), para. 22 (a).

12/ Ibid., Fortieth Session, Supplement No. 12A (A/40/12/Add.1), para. 115 (4).

13/ Ibid., Forty-first Session, Supplement No. 12A (A/41/12/Add.1), para. 125 (m).

14/ A/45/6 (Prog. 36), paras. 36.29, 36.30 and 36.33. To be issued in Official Records of the General Assembly, Forty-fifth Session, Supplement No. 6 (A/45/6/Rev.1).

15/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 16 (A/45/16), part one, para. 312 (b).

16/ For a comprehensive review of the historical background and many of the conceptual issues involved in the area of refugee aid and development, see A/AC.96/736.

ANNEX I

Bibliography of the professional literature consulted

The articles and books reviewed for this report pertain, in most part, to United Nations activities in the area of refugees and were published during the period 1984-1990. Excluded from the list were books and articles written by United Nations staff members and government officials, as well as those that relate to the Palestinian refugees since they fall under the jurisdiction of United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

The review was based on two computer-generated bibliographies from the United Nations Dag Hammarskjöld Library and the UNHCR Centre for Documentation on Refugees, supplemented by entries from the "Dialog" Information Retrieval Service, available through Dag Hammarskjöld Library.

While not exhaustive, the books and articles are a large sample of the professional literature pertaining to UNHCR. The literature is of high quality and reflects the thinking of many professional disciplines and sciences such as law, sociology, anthropology and political science. The articles appeared in internationally recognized journals, and most contained detailed, well-referenced and objective analyses.

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ANNEX II

UNHCR evaluation reports, 1984-1989

Year	Country/subject
1984	Honduras
	Philippines
	Angola
	Tanzania/Zambia
	Laotian refugees in Thailand
	Assistance to urban refugees in Africa
1985	Lesotho
	Costa Rica/Dominican Republic
	Model for urban refugees
	Eastern Sudan
	Germany
1986	Japan
	Hong Kong
	Review of food aid
	Shaba Region - Zaire
	Argentina
	Yugoslavia
	Greece
1987	Italy
	India
	Pakistan
	Turkey
	Zaire
	West Africa
	Kenya
	Papua New Guinea
	Social services
1988	Somalia
	Ethiopia
	Chadian refugees in the Central African Republic and Cameroon
	Ad Hoc Committee on Operations Review/Operational Review Teams
	West Africa
	Mozambique
	Belize/Guatemala/Mexico
	Swaziland
	Zimbabwe

Year	Country/subject
1989	Tanzania
	Eastern Sudan
	Commissioner of Refugees staffing in Sudan
	Botswana
	Malawi
	Zambia